



Pastoralist Voices



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Photos: OCHA



For a Policy Framework on Pastoralism in Africa

AFRICAN UNION AND THE UNITED NATIONS OFFICE FOR THE COORDINATION OF HUMANITARIAN AFFAIRS

Pastoralists across Africa have called for a continent-wide policy framework that will begin to secure and protect the lives, livelihood and rights of pastoralists across Africa. The African Union has responded to this call and has begun formulating a Pastoral Policy Framework for the Continent.

Pastoralist Voices is a monthly bulletin that supports this process by promoting the voices and perspectives of pastoralists, and facilitating information flow between the major stakeholders in the policy process including pastoralists, the African Union, Regional Economic Communities and international agencies. To subscribe to **Pastoralist Voices** please write to: roceainfo@un.org

COMESA AND IGAD APPOINT FOCAL PERSONS TO SUPPORT THE AU'S PASTORAL POLICY FRAMEWORK INITIATIVE FOR AFRICA

The Common Market for Eastern and Southern Africa (COMESA), has appointed a focal person to liaise with the African Union (AU) in the implementation of regional assessments and consultations towards the formulation of a Pastoral Policy Framework for Africa. The focal person is Dr. Dawit Abebe; Pastoralist and Policy Specialist at COMESA.



COMESA region

In support of the initiative, the Inter-Governmental Authority on Development (IGAD) has also appointed Mr. Maina Karaba, Acting Director of Agriculture and Environment as the IGAD focal person. The African Union welcomes the involvement of COMESA and IGAD (and the other RECs) in this initiative.

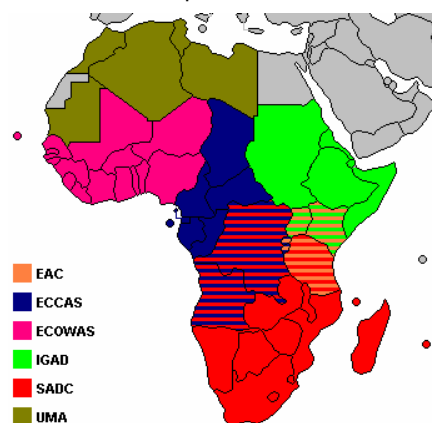
The Regional Economic Communities will support regional assessments and consultations to capture pastoral issues unique to each region. The assessments will include an inventory and analysis of pertinent existing and proposed policies and international agreements, institutional issues, and stakeholder activities.

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The focal persons from the Regional Economic Communities will also support regional processes involving consultations with the full range of stake-holders including but not limited to pastoralist leaders, pastoralist organizations, NGOs, governments, international organizations and research institutes.

The AU awaits the nomination of focal persons from the other Regional Economic Communities including The South Africa Development Community (SADC), Economic Community of Central African States (ECCAS), The Economic Community of West African States (ECOWAS), The East African Community (EAC), the Community of Sahel-Saharan States (CEN-SAD) and the Arab Maghreb Union (AMU).



IGAD and the other Regional Economic Communities (RECs)

BUILDING PASTORAL COMMUNITIES' RESISTANCE TO DROUGHT IN THE HORN OF AFRICA

As pastoral communities in the Horn of Africa gear themselves once again for another round of drought and consequent humanitarian crises, the African Union (AU), United Nations (UN) agencies, donors and international organizations offer their support. The groups are providing emergency assistance, but more importantly are promoting and affirming drought preparedness strategies as the long-term viable solutions to addressing drought-induced livelihood vulnerabilities and food insecurity.

rities in pastoral communities across Africa. Although it is now raining in some parts of pastoral East Africa where there were worries of drought, many pastoral areas in the Horn of Africa remain at risk

According to the United Nations Food and Agriculture Organization (FAO), drought affects 300 million people each



Pastoralist from Horn of Africa,, PCI Ethiopia, 2007

year, the most vulnerable of whom are in the African drylands. Up to 14 million people in the greater Horn of Africa are expected to suffer under harsh weather conditions in the next three months. Much of Somalia, eastern, central and southern Ethiopia, as well as much of Kenya and southern Sudan will most likely be affected, and pastoralist communities will be the most vulnerable. The Inter-Governmental Authority for Development (IGAD) is forecasting conflicts and tensions in pastoral communities as outcomes of that vulnerability. Kenya will be drier so pastoral communities will try to move while those in the northeastern Uganda will move further inland; bringing about conflicts over water, pasture and animals.

As rightly noted in the United Nations Development Programme (UNDP) 2007/2008 Human development report; *'Fighting Climate Change: Human Solidarity in a Divided World'*; droughts are not new among pastoralists in the arid and semi arid lands in the Horn of Africa. "A large number of actors have been involved in developing and implementing adaptation strategies to reduce the vulnerability of pastoralist groups to the adverse impacts of droughts.

These actors have included pastoralists themselves, governments who have enacted several policies and instituted measures to reduce the impacts of droughts, multi- and bilateral aid agencies and NGOs. The result is that some pastoral groups have developed fairly effective coping strategies in response to drought events."

Unfortunately, the UNDP 2007/2008 Human Development Report also notes that many of the strategies that have served drought affected communities well are becoming inadequate in light of the frequent occurrences of droughts, and rapid

¹ Human Development Report 2007/2008 *'Fighting Climate Change: Human Solidarity in a Divided World.'* UNDP Human Development Report Office occasional paper.

²The East African March 24 – 30, 2008 (pg 18)

socio-economic and long-term climatic changes.

Reactionary strategies of emergency assistance, while meeting the immediate and short term food and health needs of pastoral communities post-droughts, do not support the long term strategy of reducing the vulnerability of pastoral communities to new droughts. The March 24 – 30 edition of The East African magazine noted that recent assessment of livelihood and vulnerability in four areas of North Eastern province of Kenya has revealed that despite almost continual emergency assistance to the province since the drought of 1997-98, there has been an increase in poverty in that region.²

The key focuses of the AU Pastoral Policy Framework for Africa will involve: defining the practical approaches for improving the ability of pastoral societies to manage extreme environmental variability and reducing the vulnerability of pastoral people to climatic shock and conflict. These points are essential to the sustainability of pastoralism in Africa.

The AU strategy is also in line with the recent call from the Inter-Governmental Authority for Development (IGAD) Climate Prediction and Application Centre, who in March urged governments in the Horn of Africa to take steps to stem the impact of the impending drought. Professor Laban Ogallo of the centre in Kenya notes that "Lack of rain should not bring about a crisis if people in policy management take the advice we are offering. ' This advice involves putting mechanisms in place for coping with extreme climate and weather related risks. 'Without such measures, climatic conditions will continue to forestall governments' development efforts;' the centre argues.

The AU initiative to formulate a pastoral policy framework for Africa will provide guidance to African governments in developing appropriate policies that will reduce pastoral economies' vulnerability to drought. As noted by the UNDP Human Development Report for 2007/2008, governments' strategies have "aimed at managing, rather than minimizing the impacts of drought and this has not achieved any meaningful results towards strengthening the adaptive capacity of the pastoralists." The pastoral policy initiative will begin to advocate for comprehensive strategies that will build pastoral preparedness to natural disasters and enhance pastoralists' resistance to other livelihood stresses.

As well as the AU, international institutions are also currently supporting strategies that will reduce livelihood vulnerabilities in pastoral communities across the Horn of Africa. The European Commission recently allocated

“The lives and livelihoods of 14 million people are at risk in the Horn of Africa because of recurrent severe droughts. The African Union's Pastoral Policy Framework will contribute to promoting policy options for improving the ability of pastoral societies to manage extreme environmental variability, therefore reducing the vulnerability of pastoral people to climatic shock and to conflict.”

€30 million for drought preparedness in the Horn of Africa. The Commission aims to reduce the vulnerability of the lives and livelihoods of around 12 million people who are presently at risk due to recurrent severe droughts; by helping communities improve their preparedness for recurrent drought cycles. Nomadic and semi-nomadic pastoralists in seven countries (Djibouti, Eritrea, Ethiopia, Kenya, Somalia, Sudan and Uganda) will benefit from the assistance.

According to Louis Michel, the European Commissioner for Development and Humanitarian Aid: "Humanitarian aid is mainly about emergency response and saving lives but with

this regional decision, the Commission has stepped up its focus on disaster preparedness and risk reduction, with the aim of increasing people's resilience." The recent commitment to support drought preparedness in the Horn will not be the first time that the European Commission through,

its development agency ECHO is focusing on drought preparedness in the Horn. The Commission committed €10 million in 2006 towards preparing pastoral communities to deal with droughts, including contingency planning, and strengthening existing early warning systems. The Commission which has been a very active donor since the start of the drought-related crisis in the Horn of Africa has before now focused its humanitarian assistance on emergency response and relief including providing water, food, basic healthcare and support for livestock. The additional financial support of 2006 as in the recent contribution of €30 million in March this year focuses on disaster preparedness and disaster risk reduction; linking relief with rehabilitation and development.

US Aid also recently launched the Regional Enhanced Livelihoods in Pastoral Areas (RELPA) Programme designed to provide a bridge between emergency relief assistance and activities that promote economic development in pastoral areas. The programme aims to achieve this by increasing household incomes and the economic resilience of the population living in the pastoral regions, reducing their requirements for emergency assistance, and setting the conditions by which the pastoral areas of the Horn of Africa can participate in a broader process of social and economic development.

With the impending challenge of food insecurity from growing food prices, initiatives that support vulnerable populations in reducing livelihood stress will be of benefit to the continent, and in particular to pastoralists across Africa.

UN OCHA TO HOST REPRESENTATIVES OF PASTORAL ORGANIZATIONS AND COMMUNITIES TO AN INFORMATION WORKSHOP ON THE AU PASTORAL POLICY FOR AFRICA

The UN OCHA is hosting representatives of pastoral organizations and communities across Kenya for a one-day workshop on the African Union led initiative for a Pastoral Policy Framework for Africa, at the Nairobi Safari Club Hotel on Thursday April 17, 2008. Representatives from UN agencies, governments and donors working with Pastoral communities are also expected to attend.

The one day information and consultative workshop will:

- ☑ Inform and update pastoralists on the African Union's plans and processes for an all-inclusive consultations with pastoralists across Africa in the formulation of a pastoral policy framework for Africa;
- ☑ Explore and identify the best processes and tools that pastoralists see as the most effective in these consultations;
- ☑ Work with pastoralists to begin prioritizing national pastoralist issues to be addressed in a Pastoral Policy Framework for Africa; and
- ☑ Highlight UN agencies' work with pastoralists, and support for the AU Pastoral Policy Framework initiative.

The proposed Pastoral Policy Framework for Africa will serve as a mechanism through which pastoralist life and livelihood matters find official recognition. It aims primarily at securing and protecting the rights of pastoralist people and lays the foundation for a continent-wide commitment to political, so-

cial and economic development of pastoral communities. Agreed upon by AU Member States the policy framework will provide a set of guidelines and principles, it allows Africa's peoples, national governments, regional communities and specialized agencies to outline a vision, articulate a call for rights and clarify individual responsibilities.

Taking into consideration: the varying styles and conditions of pastoral life on the continent; the competing interests among themselves as well as with the agricultural community; and progressing urban development; the framework will most certainly contribute to a lively and pertinent debate in the different nations and regions. These points will serve as guidelines for development or amelioration of national policies. OCHA is accompanying the pastoral policy development initiative by ensuring that the voices of pastoralists feed the entire process.

To ensure that national issues are credibly represented in the regional consultations which will commence in September 2008, OCHA is encouraging national consultative processes across the regions. As a start, OCHA is hosting the first national consultative workshop on the policy framework platform on Wednesday April 17, 2008. The expectation is that the consultative workshop will stimulate other national workshops on the policy initiative across the continent.

National workshops and consultations have been identified by the AU as integral to ensuring that the voices of pastoralists are heard throughout the policy formation process. National governments have been identified as responsible for ensuring these national events take place. It is expected that they will happen in countries with high populations of pastoralists.

OPINION PIECE

PASTORALISTS COMMUNITIES AT THE CROSSROADS: IS IT A QUESTION OF HELPING THEM TO PRESERVE THEIR UNIQUE WAY OF LIFE, OR TO ADAPT TO INEVITABLE TECHNOLOGICAL, SOCIO-POLITICAL, ECONOMIC AND CLIMATIC CHANGES SHAPING TODAY'S WORLD?

By: Tarounga BERAMGOTO, Ph.D.

The universe has been undergoing continuous changes: from the "Big Bang" to the evolution of life, from the reign of the dinosaur to the take over of the mammal, from the development of the primate to the advance of *Homo sapiens* and finally from

the era of technological development to the current era of globalisation, communication and information technologies.

Our world has known change for billions of years. Countless organisms have been rendered extinct due to an inability to cope and adapt with climatic and environmental changes. Today, organisms are up against a new pressure: so-called modernization. Many traditional peoples are



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without Frontiers, LUCOP ...) and one on the World Initiative for Sustainable Pastoralism (www.iucn.org/wisp).



Pastoralist from Niger, ILRI - Kenya.

All contributors stressed the need for support to mobile pastoralism, judged by international experts to be three to ten times more productive in semi-arid zones than the so-called modern ranching systems which are ill adapted to the environmental demands of these regions.

The meeting was organized by Djingo, Collective of Pastoralists' Associations in Niger. www.wodaabe.org

unable to survive due to shrinking natural habitats and lack of natural resources. This is evident in the populations of pastoralists in Chad and Cameroon, who are unable to cope with the harsh conditions in their home-land characterized by draught, water and pasture scarcities, and population pressure.

These people have been forced southwards in their thousands with their livestock in search of greener pastures and water. In Chad, these migrants fled conflict zones for a sedentary life in the savannah zone, however, they were met with more conflict when they clashed with the indigenous crop farmers. In Eastern Chad and Western Sudan (Darfur), a conflict, indubitably over scarce resources and selfish gain, continues. In Cameroon, however, the pastoralists have a longer history of migration to the savannah and forest zones, and have successfully adapted to their new environment by adopting a sedentary life and contracting mixed marriages.

These are just a few of the many examples of pastoralists having to change their traditions simply to stay alive. The following are areas that need consideration:

- ☑ Improved and rational management of natural resources for the benefit of all;
- ☑ Conflict resolution mechanisms designed to make the adaptation to inevitable changes smooth;
- ☑ Provision of basic social amenities (water, health services, education, information, infrastructure and electricity);
- ☑ Good governance at local and national levels;
- ☑ Integration of pastoralists issues into official socio-economic development programs with stakeholders active participation.
- ☑ African Union and United Nations to serve as watch dogs for the control of external and internal forces that inflame local conflicts in pastoralist communities for selfish gains; and
- ☑ Integration of the above policy areas into AU peer review mechanisms.

PASTORALISTS AT A GATHERING IN NIGER CALL FOR SUPPORT TO MOBILE PASTORALISM IN SEMI-ARID ZONES

From 22 till 25 March a meeting was held in Tahoua, Niger about threats and opportunities for pastoralism in Nigemaryr. About one hundred traditional chiefs (Peul, Touareg and Arab) attended, as well as representatives of about thirty pastoralists' associations.

After a presentation about the Rural Code and the latest draft of the proposed Pastoral Code by a representative of the Ministry of Animal Resources, they listened to presentations of several pastoralist projects in Niger (CARE Denmark, Vets

Disclaimer: The information in this document is consolidated from reports and field information from a variety of sources including OCHA field staff, United Nations agencies, humanitarian partners, NGOs, news agencies, and others. The articles provided are subject to availability of data and do not claim to be either exhaustive or fully verified.

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